

**To:** The Honorable Kevin Mullin, Chair, Green Mountain Care Board

**From:** John Brumsted, MD, President and Chief Executive Officer, University of Vermont

Health Network

**Date:** November 15, 2021

**Subject:** UVM Health Network quarterly report on inpatient mental health capacity

Please accept this memorandum as the UVM Health Network's quarterly status report on the

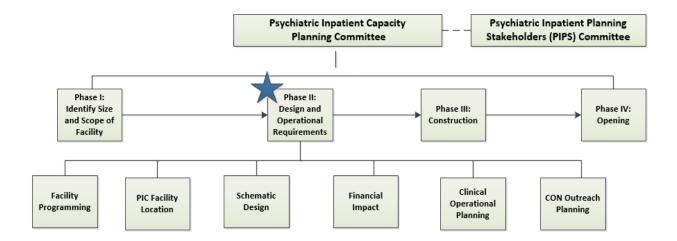
planning for the new inpatient adult psychiatric capacity on the Central Vermont Medical Center (CVMC) campus. We look forward to discussing this report at an upcoming public hearing to be scheduled at the Board's convenience, if the Board should desire that.

This is the first comprehensive quarterly report submitted by the UVM Health Network since project efforts were formally put on hold in April, 2020 to address the COVID-19 pandemic. This report will provide an update on the planning work conducted to date, the work we have done to evaluate and reaffirm our efforts since they were put on pause, planning work in progress, and a revised project timeline. Additionally, this memo addresses the following GMCB requirements for our quarterly reports:

- Identify the stakeholders from whom the Network will seek input, and how those stakeholders will be engaged
- Describe additional analyses to be conducted and summarize results of the needs assessment
- Provide timeline/work plan and progress report for the following:
  - Obtaining public/stakeholder input
  - Hiring architect and developing schematic-level architectural drawings that are compliant with Facility Guideline Institute guidelines.
  - UVM Health Network, CVMC, and UVM Medical Center Boards to consider and approve the proposal
  - o Developing and submitting the CON application
- Describe the flow of funds from \$21 million FY2017 net patient revenue overage\*

<sup>\*</sup>In FY2017, the UVM Medical Center received approximately \$21M in unbudgeted net revenue by providing more care than budgeted. The GMCB directed the UVM Health Network to reinvest that revenue to increase access to inpatient psychiatric care in Vermont.

#### **Project Overview**



The UVM Health Network committed in 2018 to a 3-4 year timeframe to "significantly improve access to inpatient psychiatric care." While this important effort was paused due to the pandemic, we have resumed our efforts in earnest and are in phase two of a four- phase project. Over the past few months, the team has completed the following milestones: reconfirmed the facility location on CVMC's main campus; reconfirmed the facility program; and identified several elements for cost savings from the previous design. We have also refreshed our data analysis and confirmed the number of beds being planned for both inpatient psychiatry and the related emergency department renovation.

In addition to re-affirming the project scope and program, we adjusted our project timeline. We have generated a revised timeline with input from our architect and construction manager that supports patients receiving acute inpatient psychiatry care at the earliest possible date. We estimate our first patient day to be in the fall of 2025. Currently, this timeline assumes minimal impact from future supply chain disruptions.

#### **Needs Assessment: Updated Data Analysis**

Given the length of the pause due to COVID-19, we revisited the analyses underlying the estimated bed need for the adult inpatient psychiatry unit and for the treatments spaces in the Emergency Department (general treatment and dedicated spaces for patients with emergent psychiatric diagnoses). The reduced supply of adult inpatient psychiatric beds since May 2020, has further increased the number of patients waiting in Emergency Departments across our state for an inpatient bed to become available. Given that the Institution for Mental Disease (IMD) rules counsel in favor of capping the number of inpatient psychiatric beds at CVMC at 40 beds, the size of our proposed project, it was clear that the original program size was still valid.

We conducted a refresh of the data for the CVMC Emergency Department that closely examined the number of treatment areas available to provide safe spaces for patients with emergent psychiatric diagnoses, including pediatric patients. The refreshed analysis was reviewed by Emergency Department leaders at CVMC and the Network. Our initial analysis was confirmed: the Emergency Department includes the following spaces to address the needs of the subset of patients requiring psychiatric care and needing a private, quiet and safe space: four transitional care area (TCA) rooms with access to a common milieu, two TCA 'swing' rooms which have the option to be connected to the common milieu space, and two 'swing' general treatment/psychiatric rooms which have the flexibility to provide safe spaces for patients with an emergent psychiatric diagnosis.

Finally, we undertook an analysis to ensure that the number of general emergency department treatment rooms was sized to the forecasted number of patients requiring general treatment care (to include those patients requiring psychiatric care who did not require a TCA or swing room), taking into account demographic shifts or other drivers of ED utilization. We confirmed that the original program was sufficient to meet the updated forecasted needs. It is critically important to note that these forecasts assume that patients in our inpatient beds are able to be discharged to the right care setting when they are clinically ready; this is true for patients requiring both psychiatric as well as medical/surgical care.

#### **Inpatient Psychiatric and Emergency Department Schematic Design Update**

In our last full report to the GMCB (February 2020), we outlined the schematic design for the project. The design included 40 new inpatient psychiatry beds, an addition of 25 beds to the current 15-bed capacity on the CVMC campus. It also included a new emergency department with three additional beds dedicated to patients requiring psychiatric care, directly connected to the inpatient psychiatry units. The building programs for the inpatient psychiatry units and the emergency department were developed, revised, and approved through a series of meetings with a multi-disciplinary, cross-organizational design group consisting of peer advocates, patient and family advisors, nursing and physician staff, operational leaders, and ancillary and support service staff.

As outlined in our report in February 2020, the conceptual cost estimate was higher than anticipated, and prior to the pandemic, we began to explore options for reducing costs without impacting the clinical programing. After pausing the project in April of 2020 to support the pandemic response, we recommenced the work in earnest this fall. The team explored all options for reducing costs, including locating the build on other sites on the CVMC campus, repurposing space in the existing hospital, and modifying/reducing the building program. The project steering committee evaluated the options based on the following criteria:

- Time to first patient day
- Program requirements
- Alignment with CVMC master plan
- Patient, service and visitor access
- Clinical and operational impacts
- Relative cost
- Enabling work and domino renovations
- Site and infrastructure impacts
- Constructability and construction logistics

Both the site of the project on the CVMC campus and previously developed program elements were confirmed. The team concluded that the program design, inclusive of the emergency department and three tiers of acute inpatient psychiatry, is integral to meeting the standard of care for the adult inpatient psychiatric population. The proposed building, near the current entry to the CVMC hospital on the main campus, was verified as the optimal location for the project given the overall site constraints and required connections and adjacencies.

The team identified several elements as areas of potential cost savings, including the elimination of a new parking garage, elimination of an entry connector from the parking garage to the facility, and simplification of the mechanical systems. The design team, construction manager, and the team are working together to complete a revised Schematic Design package for updated pricing to include in our upcoming Certificate of Need (CON) submission.

#### **Business Plan Development**

The business plan development for the project is underway. The plan will outline operating program models and a financial pro forma for the inpatient psychiatry units and emergency department. Updates of the clinical staffing models are currently being vetted through internal stakeholders and subject matter experts. We continue our consultation with colleagues from the Vermont Department of Mental Health, Rutland Regional Medical Center, and Brattleboro Retreat regarding staffing and related operating costs with a particular focus on the needs of high acuity patients.

We are updating the reimbursement model for the inpatient psychiatric unit to reflect current and projected payer mix. The reimbursement workgroup includes finance and reimbursement leaders from CVMC and the Network, as well as participants from OneCare Vermont, the Vermont Association of Hospitals and Health System, and various subject matter experts from the office of Health Care Reform, the Department of Vermont Health Access, the GMCB and the Department of Mental Health. It is imperative that CVMC, the Board, and the Department of Health Access understand how the construction and operation of this statewide resource will impact the financial stability of CVMC and the UVM Health Network. As always, we appreciate the valuable contributions to assist us in the modeling.

### **Project Timeline**

Despite the negative impact of COVID-19—specifically the necessity of pausing the planning process—we are committed to and focused on developing a schedule and process for this project that brings about the earliest possible first patient day. We considered an earlier CON submission date, but determined that an April submission of our application will not affect our first patient day and will allow us to submit a CON based on a schematic design package and associated cost estimate, versus a December submission that would have been based on less complete and less accurate design and cost information. The driving factors of the ultimate schedule are the alignment of the construction with Vermont's winter season and the construction duration of a project of this size. In other words, earlier filing of our CON application would not change the ultimate completion date for the project. Below is an updated timeline with key projected milestones for the project, assuming CON approval.

Timeframe	Milestone
March, 2022	Schematic Design, Cost Estimate and Cost Reconciliation Complete
March, 2022	Business Plan Complete
April, 2022	Business Plan Approvals and CON Submission
Fall, 2025	Estimated First Patient Day

#### **Stakeholder Engagement to Date**

The Network remains committed to reviewing the project with key constituents from across Vermont, at strategic points as the project progresses. We have reconvened our Psychiatric Inpatient Planning Stakeholders (PIPS) committee, comprised of representatives from state government, designated agencies, clinicians, mental health advocates and individuals with lived experience, to meet on a quarterly basis. We will hold several targeted meetings with the Design Advisory group, who actively participated during the earlier schematic design work, which will focus on elements of the design specific to patient care and experience. Additionally, we will include peer advocates and patient advisors in future design planning sessions per our standard facility planning process.

The following table reflects key constituents and forums that have been engaged in the PIC planning process, beginning in August, 2021, when work recommenced. Please see Appendix A for stakeholder engagements prior to August, 2021.

Date	Tactic	Audiences
8/02/2021	Update Meeting	Rep. Anne Donahue
10/25/2021	Update Meeting	Rep Anne Donahue
10/25/2021	PIC Update Presentation	Secretary Mike Smith, AHS Deputy Secretary Jenney Samuelson, AHS Commissioner Emily Hawes, Department of Mental Health Deputy Commissioner Alison Krompf, Department of Mental Health
11/02/2021	PIC Presentation and Regroup Meeting	Psychiatric Inpatient Planning Stakeholders Group (PIPS) – see list of invited agencies in Appendix B
11/15/2021	GMCB Report Distribution	Green Mountain Care Board, PIPS, UVM Medical Center Program Quality Committee

## **Funds to Date**

To date, UVM Health Network has expensed \$1,633,410.15 of the \$21 million FY2017 net patient revenue overage, without taking account of the significant internal resources already devoted to the planning process. The below table reflects the breakdown of funds allocated to date.

Time	Description of	Amount of	Amount of	Balance
Period	Transaction	Expenditure	Revenue	
7/3/2018	Halsa Consulting	\$19,588.72	\$21,000,000.00	\$20,980,411.28
9/13/2018	Halsa Consulting	\$25,170.92	\$20,980,411.28	\$20,955,240.36
12/5/2018	Manatt Group	\$33,381.00	\$20,955,240.36	\$20,921,859.36
1/11/2019	Manatt Group	\$217.50	\$20,921,859.36	\$20,921,641.86
1/16/2019	Halsa Consulting	\$1,397.85	\$20,921,641.86	\$20,920,244.01
3/8/2019	Halsa Consulting	\$15,000.00	\$20,920,244.01	\$20,905,244.01
3/31/2019	E4h	\$20,240.00	\$20,905,244.01	\$20,885,004.01
4/22/2019	Halsa Consulting	\$3,403.67	\$20,885,004.01	\$20,881,600.34
4/30/2019	E4h	\$8,840.00	\$20,881,600.34	\$20,872,760.34
5/16/2019	PIC Site Visits	\$6,675.21	\$20,872,760.34	\$20,866,085.13
5/21/2019	Halsa Consulting	\$30,000.00	\$20,866,085.13	\$20,836,085.13
5/31/2019	E4h	\$5,613.12	\$20,836,085.13	\$20,830,472.01
6/20/2019	Halsa Consulting	\$5,063.97	\$20,830,472.01	\$20,825,408.04
10/29/2019	Cx Associates & GeoDesign	\$8,465.61	\$20,825,408.04	\$20,816,942.43
11/30/2019	Cx Associates:	\$734.00	\$20,816,942.43	\$20,816,208.43
	Commissioning			
11/30/2019	GeoDesign - Geotechnical	\$17,006.92	\$20,816,208.43	\$20,799,201.51
	Borings and Analysis	4	1	
11/30/2019	E4h - Architectural Design	\$315,514.62	\$20,799,201.51	\$20,483,686.89
11/30/2019	and Engineering Services  E4h - Architectural Design	\$249,668.32	\$20,483,686.89	\$20,234,018.57
11/30/2019	and Engineering Services	\$249,000.32	\$20,465,060.69	\$20,234,016.57
12/31/2019	GeoDesign - Geotechnical	\$958.50	\$20,234,018.57	\$20,233,060.07
, , , , ,	Borings and Analysis	,	, , , , , , , ,	, ,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,
12/31/2019	Dubois/King - Traffic &	\$2,038.28	\$20,233,060.07	\$20,231,021.79
	Parking Studies			
12/31/2019	Dubois/King - Traffic &	\$7,351.01	\$20,231,021.79	\$20,223,670.78
42/24/2040	Parking Studies	¢42 200 25	¢20,222,670,70	620 244 204 52
12/31/2019	Dubois/King - Traffic & Parking Studies	\$12,289.25	\$20,223,670.78	\$20,211,381.53
12/31/2019	Dubois/King - Traffic &	\$8,537.00	\$20,211,381.53	\$20,202,844.53
12,31,2013	Parking Studies	70,557.00	720,211,301.33	720,202,044.33
12/31/2019	Vermeulens - Cost Consulting	\$32,400.00	\$20,202,844.53	\$20,170,444.53
1/31/2020	Cx Associates -	\$633.50	\$20,170,444.53	\$20,169,811.03
	Commissioning	<u> </u>	· · · · ·	•

1/31/2020	GeoDesign - Geotechnical Borings and Analysis	\$19,571.18	\$20,169,811.03	\$20,150,239.85
1/31/2020	GeoDesign - Geotechnical Borings and Analysis	\$13,049.50	\$20,150,239.85	\$20,137,190.35
1/31/2020	E4h - Architectural Design and Engineering Services	\$177,598.28	\$20,137,190.35	\$19,959,592.07
1/31/2020	E4h - Architectural Design and Engineering Services	\$132,410.80	\$19,959,592.07	\$19,827,181.27
1/31/2020	Dubois/King - Traffic & Parking Studies	\$2,497.00	\$19,827,181.27	\$19,824,684.27
1/31/2020	Dubois/King - Traffic & Parking Studies	\$898.00	\$19,824,684.27	\$19,823,786.27
1/31/2020	Dubois/King - Survey	\$7,735.34	\$19,823,786.27	\$19,816,050.93
2/29/2020	K-D Associates	\$4,500.00	\$19,816,050.93	\$19,811,550.93
2/29/2020	E4h - Architectural Design and Engineering Services	\$217,231.76	\$19,811,550.93	\$19,594,319.17
2/29/2020	Dubois/King - Traffic & Parking Studies	\$3,333.75	\$19,594,319.17	\$19,590,985.42
2/29/2020	Dubois/King - Traffic & Parking Studies	\$5,294.40	\$19,590,985.42	\$19,585,691.02
2/29/2020	Dubois/King - Survey	\$6,944.00	\$19,585,691.02	\$19,578,747.02
2/29/2020	EJ Prescott - Hydrant Flow Survey	\$400.00	\$19,578,747.02	\$19,578,347.02
2/29/2020	EJ Prescott - Hydrant Flow Survey	\$1,200.00	\$19,578,347.02	\$19,577,147.02
3/31/2020	Cx Associates - Commissioning	\$2,562.50	\$19,577,147.02	\$19,574,584.52
3/31/2020	GeoDesign - Geotechnical Borings and Analysis	\$15,574.50	\$19,574,584.52	\$19,559,010.02
3/31/2020	Vermeulens - Cost Consulting	\$48,800.00	\$19,559,010.02	\$19,510,210.02
3/31/2020	Vermeulens - Cost Consulting	\$673.83	\$19,510,210.02	\$19,509,536.19
4/30/2020	GeoDesign - Geotechnical Borings and Analysis	\$888.05	\$19,509,536.19	\$19,508,648.14
4/30/2020	E4h - Architectural Design and Engineering Services	\$31,549.45	\$19,508,648.14	\$19,477,098.69
4/30/2020	Dubois/King - Traffic & Parking Studies	\$2,680.96	\$19,477,098.69	\$19,474,417.73
4/30/2020	Dubois/King - Traffic & Parking Studies	\$466.65	\$19,474,417.73	\$19,473,951.08
4/30/2020	Whiting Turner - Preconstruction Services	\$97,020.00	\$19,473,951.08	\$19,376,931.08
4/30/2020	Dubois/King - Survey	\$445.73	\$19,376,931.08	\$19,376,485.35
5/31/2020	GeoDesign - Geotechnical Borings and Analysis	\$8,770.50	\$19,376,485.35	\$19,367,714.85
6/30/2020	GeoDesign - Geotechnical Borings and Analysis	\$1,125.00	\$19,367,714.85	\$19,366,589.85

## Conclusion

In conclusion, my entire team and I remain absolutely committed to this important project and look forward to the progress that we will continue to make in this planning process. Our next quarterly report is scheduled to be submitted on February 15, 2022.

Appendix A
Stakeholder Engagement Grid September 1, 2018 to July 31, 2021

Date	Tactic	Audiences
9/6/2018	Presentation: PIC Modeling Analysis	Internal Sub-group preliminary
9/6/2018	Presentation: PIC Overview	Community Collaborative
9/7/2018	Presentation: PIC Modeling Analysis	Full internal group review
9/17/2018	Presentation: PIC Modeling Analysis	PIC Steering Committee
9/18/2018	Presentation: PIC Overview	BOT Planning
9/19/2018	Presentation: PIC Modeling Analysis	THRIVE: Barre
9/24/2018	Presentation: PIC Modeling Analysis	DMH
9/26/2018	Presentation: PIC Modeling Analysis	Network Board Planning
9/27/2018	PIPS Meeting	Community Stakeholders Group
10/4/2018	Presentation: PIC Modeling Analysis	Community Collaborative
10/5/2018	GMCB Meeting	Green Mountain Care Board and Staff
10/12/2018	Presentation: PIC Modeling Analysis	VAHHS Board meeting
10/12/2018	Presentation: PIC Modeling Analysis	VAHHS CMO Meeting
10/15/2018	Presentation: PIC Modeling Analysis	Howard Center (Catherine Simonson and Charlotte McCorkel)
10/15/2018	GMCB Report Distribution	Green Mountain Care Board
10/16/2018	PIC overview	Program Quality Meeting
10/16/2018	CVMC Community Town Hall	CVMC key influencers and public
10/23/2018	Presentation: PIPs Follow-up Deep Dive	Rep. Anne Donahue, Ward Nial and Daniel Towle
10/25/2018	GMCB Report Distribution	PIPs Committee; UVMMC Program Quality Committee

10/26/2018	Meeting with Legislators	Rep. Lori Houghton and Rep. Ben Jickling
11/6/2018	AHS Meeting	AHS Secretary
11/27/2018	Legislative Update	Rep. Mary Hooper
11/28/2018	GMCB Hearing	Green Mountain Care Board
12/5/2018	AHS Meeting	AHS Secretary and key staff (Al Gobeille, Michael Costa, Ena Backus, Cory Gustafson, Mourning Fox)
12/20/2018	Inpatient Psych Presentation	Vermont Medical Society
12/20/2018	PIPS Meeting	Community Stakeholders Group
1/4/2019	VAHHS ED Medical Directors	ED Medical Directors
1/8/2019	Meeting with Peer Advocates	Elaine Toohey , Vicki Warfield and Ward Nial
1/15/2019	GMCB Report Distribution	Green Mountain Care Board, PIPS
1/17/2019	UVMMC Community Leaders Breakfast	AHS, GMCB, PIPS, Community members
1/24/2019	PIC Update Presentation	VAHHS Designated Hospitals
2/6/2019	PIC Update Presentation	House Corrections and Institutions Committee
2/12/2019	PIC Overview Presentation	CVMC Clinical and Administrative Leadership Meeting (CALM)
2/20/2019	GMCB Hearing	Green Mountain Care Board
3/20/2019	PIC Presentation - Overview, IMD, Bed Planning	Psychiatric Inpatient Planning Stakeholders Group (PIPS)
3/27/2019	PIC Update Presentation	CVMC Community Town Hall
4/2/2019	PIC Overview Presentation	Senate Institutes Committee
4/9/2019	Follow-up meeting	Ken Libertoff
4/16/2019	Follow-up meeting	Rep. Anne Donahue and Ward Nial
5/15/2019	GMCB Report Distribution	Green Mountain Care Board, PIPS, UVMMC Program Quality Committee
5/17/2019	PIC Presentation - Overview, IMD,  Bed Planning	Commissioner of the Department of Mental Health - Sarah Squirrell
6/12/2019	PIC Facilities Presentation	Green Mountain Care Board and attending public
7/9/2019	PIC Presentation - Facilities Planning	Psychiatric Inpatient Planning Stakeholders Group (PIPS)
8/9/2019	Update Meeting	Green Mountain Care Board
8/12/2019	Update meeting	Rep. Anne Donahue

8/13/2019	PIC Presentation - Facilities and site	Psychiatric Inpatient Planning Stakeholders	
8/13/2019	planning	Group (PIPS)	
8/14/2019	AHS Meeting	AHS key staff (Martha Maksym, Sarah Squirrel, Mourning Fox)	
8/15/2019	GMCB Report Distribution	Green Mountain Care Board, PIPS, UVMMC Program Quality Committee	
9/18/2019	GMCB Hearing	Green Mountain Care Board	
10/22/2019	Update Meeting	Rep. Anne Donahue	
11/4/2019	Meeting with Peer Advocates	Anne Donahue, Ward Nial	
11/5/2019	PIC Presentation: Facilities and Site Planning	Psychiatric Inpatient Planning Stakeholders Group (PIPS)	
11/15/2019	GMCB Report Distribution	Green Mountain Care Board, PIPS, UVMMC Program Quality Committee	
11/18/2019	Update Meeting	Rep. Anne Donahue	
12/16/2019	Update Meeting	Rep. Anne Donahue	
1/14/2020	Update Meeting	Rep. Anne Donahue	
2/10/2020	Update discussions with legislators	Rep. Donahue, Hooper and Lippert. Sen. Lyons and Balint	
2/11/2020	PIC Presentation - Facility Plans	Psychiatric Inpatient Planning Stakeholders Group (PIPS)	
2/14/2020	GMCB Report Distribution	Green Mountain Care Board, PIPS, UVMMC Program Quality Committee	
5/4/2020	Update Meeting	Rep. Anne Donahue	
Project placed on-hold			
due to Covid-19			

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# Appendix B

## Psychiatric Inpatient Planning Stakeholder (PIPS) Invited Agencies

Designated Agencies/Home Health			
Washington County Mental Health	Howard Center		
Northeast Kingdom Human Services	Vermont Care Partners		
Central Vermont Home Health and Hospice			
·	nd Towns		
Berlin Select Board Chair/Town Admin.	Mayor of Montpelier		
Mayor of Barre			
Law Enforcement			
Montpelier	Berlin		
Lamoille County			
Facilities Providing Psychi	atric Care: Administrators		
VPCH CEO	Brattleboro Retreat		
Clinicians			
Clini	cians		
Community Practitioner	VPCH		
Rutland Regional Medical Center			
Advocacy and	Policy Groups		
NAMI	Vermont Psychiatric Survivors		
Vermont Center for Independent Living	Pathways Vermont (Burlington)		
Alyssum (Rochester)	Statewide Standing Committee on Adult Mental		
	Health		
Vermont Psychiatric Association	Another Way Drop-In Center (Montpelier)		
Legal Advocate	es and Judiciary		
Disability Rights Vermont	Vermont Legal Aid/Mental Health Law Project		
Chief Superior Judge	Downs Rachlin Martin: Health Care Law		
Legis	lature		
Vermont State Representative (Washington)	Vermont State Representative (Hinesburg)		
Vermont Senate (Chittenden)			
Ot	her		
Community Members	Department of Mental Health		
VAHHS			
UVM Health Network			
CVMC President; Committee Chair	CVMC VP Patient Care Services, CNO		
CVMC VP Support Services	CVMC Nursing Director, ED and Inpatient		
	Psychiatry		
CVMC Communications	UVM Health Network Communications		
CVMC Medical Director Emergency Department	CVMC Medical Director Inpatient Psychiatry		
UVM Health Network Deputy Counsel	UVM Health Network Quality and Project		
	Manager		
CVMC Director Projects and Properties	UVM Health Network VP Strategic and Business		
	Planning		